



May 25, 2006

TO: Transportation Authority of Marin Commissioners

FROM: Dianne Steinhauser, Executive Director

RE: Discussion of the TAM/Countywide Planning Agency Special Committee, Agenda Item 9

Dear Commissioners:

Executive Summary

At the May 10, 2006 Executive Committee meeting, Commissioner McGlashan presented the recommendations of the TAM/Countywide Planning Agency Special Committee (Special Committee), which was established to reevaluate the mission, goals, and priorities of the Countywide Planning Agency (CWPA.) As noted in the attached staff report, the Special Committee supports the functional continuation of the CWPA - through TAM's creation of a City County Planning Committee.

Substantial concerns were raised by TAM Executive Committee members regarding the cost and time necessary to maintain the committee; the local cities and towns needing to provide additional city staff resources to assist elected officials; the need for policy discussion especially around plan update processes but whether an ongoing committee is the best solution to that need; the needed clarity of purpose for the committee. The Exec Committee explored alternative strategies outlined below as to how to proceed and requested that the County Community Development Agency and TAM staff develop a summary report to be presented at the next TAM Board meeting. This is that report and is presented for discussion and possible action.

Recommendation: Consider the recommendations from the Special Committee as outlined in the attached report from Supervisor McGlashan. As well, consider the concerns and recommendations from the Executive Committee, as outlined here. Recommend appropriate structure for future activity.

Background

The County Wide Planning Agency was created on October 16, 1990 when eleven cities and the Board of Supervisors adopted the Joint Powers Agreement to implement countywide performance standards for traffic, housing, water and sewer facilities, and environmental protection to ensure that residential growth did not exceed local water, sewer, and transportation capacities. The JPA also was established to support a countywide effort to adopt a transportation sales tax. In 1993 the JPA was amended to designate the CWPA as the agency responsible for developing, adopting, and annually updating the countywide Congestion Management Program

required by the passage of Proposition 111 in June 1990. This function was eventually assigned to the Transportation Authority of Marin in 2004, leaving the state of the CWPA in flux. The CWPA has not been staffed for the past two years.

A Special Committee of the Transportation Authority of Marin (Committee) was formed in November 2005 to discuss the mission, goals, priorities, and form and function of the CWPA. The Committee, which has met semi-monthly through March 2006, consists of members from TAM, city and town council members and senior staff, along with representatives from a wide range of local and community organizations.

The Special Committee drafted the following Draft Statement of Purpose and Key Recommendations:

Draft Statement of Purpose:

The purpose of the CWPA, reestablished as the City County Planning Committee, CCPC, is to provide a public forum on mutually agreed upon issues among elected representatives from the cities, towns, and the County to:

- Collaborate on housing, transportation, land use, and sustainability issues
- Evaluate and monitor the cumulative impacts of planning and development
- Provide a forum for sharing ideas, information, resources, and best approaches
- Pursue funding opportunities for planning efforts on topics of mutual interest

Key Recommendations

In terms of the form and function, the Special Committee recommends that the CCPC should:

- Convene as a committee of TAM
- Consist of membership by elected leaders of all towns, cities, and the County.
- Initially meet up to three times a year
- Encourage formal membership from the TAM representative
- Follow Brown Act protocol
- Staff by Marin County Community Development Agency
- Pursue grants for applicable projects.
- Provide an annual progress report
- Bring action items to a TAM regular meeting

Executive Committee Review and Comments

At the TAM Executive Committee meeting of May 10th, Commissioner McGlashan reported on the results of the Special Committee effort. The Special Committee reached a strong consensus that a group such as the CWPA could add value to the county in two principal ways:

1) As opportunities arise it could work efforts and save staff's time. An example was the Housing Workbook. There was a consensus from planners across the county that it was a successful effort where, working together, we saved cities a fair amount of time.

2) It would add value in unifying our voice in analyzing our housing needs and articulating those and the right strategies with ABAG. One of the primary concerns to be addressed is that, at times, cities get handed housing targets on what is felt to be a fairly arbitrary capricious basis. ABAG is amenable to Marin County forming a committee that could horse-trade inside the county and target good areas for infill and smart growth principals and avoid getting housing targets lobbed onto us from the outside through ABAG's needs allocation process.

There was recognition from CDA staff to the Special Committee that an opportunity for collaboration was welcome, but that a JPA structure may not be necessary. Integrated impact analysis across jurisdictional boundaries may be useful as long as it is used as an indicator of where we should be heading and not a mechanism for assigning impacts.

There was considerable debate as to whether the CWP committee should separate from TAM and become a separate thing or stay connected to TAM as a committee. There was both consideration of TAM's structure as representative of every jurisdiction and therefore ideally suitable for addressing County-wide issues, as well as awareness that a different set of members could bring expertise as well.

There was concern that clarity of purpose was not apparent and that a countywide effort would not be useful to local jurisdictions. It was also raised mentioned that TAM had a number of other critical activities of higher priority.

There were comments that Commissioners would turn to their local staff to participate and advise them on activity, which could be a burden on city staff time and possible added costs.

In general, the Executive Committee did not support the recommendation to convene the City County Planning Committee as a committee of TAM, though there was support for policy discussion in a public forum as needed. A number of alternative strategies were proffered. Alternative strategies are summarized as follows:

- Conducting a special meeting where the TAM membership adjourns and serves as the CWPA on an as needed basis, and is staffed and supported by the Community Development Agency,
- Establishing a new entity or group (to be separate from TAM) to collaborate on planning issues, composed of representatives from each of the cities and the County,
- Conducting an annual public workshop, sponsored by the Community Development Agency, designed to provide a forum to discuss mutually agreed upon issues,
- Organizing presentations and discussion sessions, as needed, at the monthly planning director meetings, and
- Continuing to pursue the model recommended by the Special Committee.

TAM staff seeks discussion and a recommendation from the TAM Board on how to proceed. _

Recommendation: Consider the recommendations from the Special Committee as outlined in the attached report from Supervisor McGlashan. As well, consider the concerns and recommendations from the Executive Committee, as outlined here. Recommend appropriate structure for future activity.

Attachment: May 10, 2006 Executive Committee Staff Report, with attachment



May 10, 2006

TO: Executive Committee

FROM: Charles McGlashan, Supervisor

RE: Discussion of the TAM/Countywide Planning Agency Special Committee, Agenda Item 5

Dear Commissioners:

Executive Summary

In November 2005 the Special Committee of the Transportation Authority of Marin (Committee) was established to reevaluate the mission, goals, and priorities of the Countywide Planning Agency (CWPA). The CWPA has not functioned as an agency since the Congestion Management Agency functions were designated to TAM in 2004. The Committee supports the functional continuation of the CWPA and preliminarily recommends the creation of a committee of TAM to assume the CWPA's role, to be called the City County Planning Committee (CCPC).

Draft Statement of Purpose:

The purpose of the CCPC is to provide a public forum on mutually agreed upon issues among elected representatives from the cities, towns, and the County to:

- Collaborate on housing, transportation, land use, and sustainability issues
- Evaluate and monitor the cumulative impacts of planning and development
- Provide a forum for sharing ideas, information, resources, and best approaches
- Pursue funding opportunities for planning efforts on topics of mutual interest

Key Recommendations

In terms of the form and function, the Committee recommends that the CCPC should:

- Convene as a committee of TAM
- Consist of membership by elected leaders of all towns, cities, and the County.
- Initially meet up to three times a year
- Encourage formal membership from the TAM representative
- Follow Brown Act protocol
- Staff by Marin County Community Development Agency
- Pursue grants for applicable projects.
- Provide an annual progress report
- Bring action items to a TAM regular meeting

Background

Multi-jurisdictional planning in Marin has traditionally been handled on a joint basis among its towns, cities and the County. One example was the City-County Planning Council—established in the late 1960's—to oversee the development of Marin's first Countywide Plan. This was followed by the Residential Development Review Board (RDRB), which was established in 1976 to consider development proposals within the Richardson Bay area, including Belvedere, Mill Valley, Sausalito, Tiburon, and portions of unincorporated Marin. The RDRB reviewed development proposals within this planning area by rating projects in categories such as Open Space, Environmental Impacts, Utilities and Public Services, and Project Facilities and Design. The RDRB was followed by the Countywide Plan Review Committee in 1983, which was formed to update the 1974 Countywide Plan.

The CWPA was created on October 16, 1990 when eleven cities and the Board of Supervisors adopted the Joint Powers Agreement to implement countywide performance standards for traffic, housing, water and sewer facilities, and environmental protection to ensure that residential growth did not exceed local water, sewer, and transportation capacities. Another reason was to support a countywide effort to adopt a transportation sales tax. In 1993 the JPA was amended to designate the CWPA as the agency responsible for developing, adopting, and annually updating the countywide Congestion Management Program required by the passage of Proposition 111 in June 1990.

Because attempts at passing a proposed transportation sales tax measure failed, funding for the CWPA never materialized. Nonetheless, for several years the CWPA served as the Congestion Management Agency (CMA) with limited staffing from the Community Development Agency. The CWPA continued to review general plans, general plan amendments, and other planning issues of interest to all jurisdictions. However, the primary function of the CWPA remained that of the CMA. When TAM was established in 2004, the congestion management duties were assigned to TAM, leaving the functions of the CWPA in flux. The CWPA has not been staffed the past two years.

Special Committee of the Transportation Authority of Marin

A Special Committee of the Transportation Authority of Marin (Committee) was formed in November 2005 to discuss the mission, goals, priorities, and form and function of the CWPA. The Committee, which has met semi-monthly through March 2006, consists of members from TAM, city and town council members and senior staff, along with representatives from a wide range of local and community organizations including:

- | | |
|---------------------------------------------------------------|-----------------------------------------------------------|
| ▪ Chair, Charles McGlashan, Marin County Board of Supervisors | ▪ Carole Dillon-Knutson, City of Novato |
| ▪ Susan Adams, Marin County Board of Supervisors | ▪ Kristin Drumm, Planner, County of Marin |
| ▪ Amy Belser, City of Sausalito | ▪ John Eells, League of Women Voters |
| ▪ Sue Beittel, League of Women Voters | ▪ Pat Eklund, City of Novato |
| ▪ Dave Coury, Housing Council | ▪ Alice Fredericks, Town of Tiburon |
| ▪ Don Dickenson, Marin County Planning Commission | ▪ Alex Hinds, Marin County Community Development Director |

- Linda Jackson, Principal Planner, City of San Rafael
- Margaret Jones, League of Women Voters
- Joan Lundstrom, City of Larkspur
- Marjorie Macris, Environmental Housing Collaborative
- Ed Mainland, Sustainable Novato and Sustainable Marin
- Karen Nygren, Sierra Club Marin Group
- Roger Roberts, Marin Conservation League
- Michele Rodriguez, Principal Planner, County of Marin
- Annette Rose, Environmental Housing Collaborative
- Bob and Sue Spofford, Sustainable San Rafael
- Lew Tremaine, Town of Fairfax
- Patsy White, Marin Economic Commission

The Committee agreed early in the process that it was important to provide a forum among elected leaders and the community to foster dialogue and learning, but not create local mandates, wrest planning control from local jurisdictions, or create another layer of review. The recommended City County Planning Committee (CCPC) would provide recommendations only.

The Committee determined it was important to learn about the history of the CWPA in order to better understand its successes and challenges. Mark Reisenfeld, former Marin County Administrator and Planning Director, Carol Williams, former Marin County Assistant Planning Director, and Bob Pendoley, Corte Madera Assistant Town Manager and former San Rafael Planning Director, were invited to a Committee meeting to provide background information on the CWPA and insight on its successes and challenges. The Committee also reviewed and discussed the activities provided by Marin's various JPAs in order to ensure that the CCPC avoids providing duplicate services.

A key concern for the Committee was to seek input and buy in from city and town elected officials and senior planning staff. CDA staff attended a monthly meeting of the Marin Planning Directors in February 2006 while Charles McGlashan, Committee Chair, attended the April 2006 Marin County Council of Mayors and Councilmembers (MCCMC) meeting to provide status reports on the Committee's work and obtain feedback. The Committee members have also been providing regular updates to the TAM Executive Committee and Board throughout the process. The feedback from these meetings have been discussed and reviewed by the Committee and incorporated into the final recommendations.

Throughout the process, the Committee conducted several brainstorming sessions to identify possible value-added outcomes and potential responsibilities for the CCPC. A thorough list of possible program outcomes was initially created, resulting in the City County Planning Committee Prioritization Table. This table was further refined and condensed, from which four outcomes arose as a top priority and are expressed in the statement of purpose, including:

- Collaborate on housing, transportation, land use, and sustainability issues
- Evaluate and monitor the cumulative impacts of planning and development
- Provide a forum for the sharing of ideas, information, resources, and best approaches for Marin, and
- Pursue funding opportunities for planning efforts on topics of mutual interest.

While a number of important outcomes were discussed, the Committee decided the CCPC should initially focus on the outcomes defined in the statement of purpose. With limited funding and staffing resources, the consensus was for the CCPC to start small, build trust and teamwork, and grow as successes are achieved. Moreover, the Committee acknowledges that other issues may arise that the CCPC may desire to address. The attached Prioritization Table could be a useful reference to guide decision-makers, but by no means is intended to limit the priorities of the CCPC.

Why Establish the City County Planning Committee?

Historically there has been a strong culture of inter-jurisdictional collaboration and communication at both elected and staff levels that focused on a broad spectrum of topics beyond typical planning issues. Today there is not a similar venue for the cities, towns, and the County to come together to discuss planning issues of mutual inter-city and countywide significance, or for the public to address representatives of all the jurisdictions on these issues. While there are several JPAs that convene staff and elected leaders, there is no current venue at which elected leaders can discuss land use, cumulative impacts from our individual decisions, nor the nexus between land use and transportation policy. Meanwhile, transportation, housing, and traffic congestion issues continue to challenge Marin's local jurisdictions.

A forum like the CCPC could enable all of Marin's jurisdictions to find solutions on issues affecting them. A recent, successful past example of countywide collaboration on planning related issues was the Housing Workbook and Housing Element process. The Workbook is a "kit of parts" collaboratively developed and available to each jurisdiction to use as appropriate to prepare their individual Housing Element based on their own needs, size, and resources.

The CCPC provides an opportunity for elected officials, planning staff, and members of the public to assemble under one venue to not only develop and find solutions to issues of concern, but to engage in creating a place that fulfills Marin residents' vision for the region as a whole.

Draft Statement of Purpose

The Committee developed a draft statement of purpose for the CCPC that includes key recommendations on the proposed committee's form and function and four priority areas it should focus on in the short term. The purpose of the CCPC is to provide a public forum on mutually agreed upon issues among elected representatives from the cities, towns, and the County to:

- Collaborate on housing, transportation, land use, and sustainability issues,
- Evaluate and monitor the cumulative impacts of planning and development
- Provide a forum for the sharing of ideas, information, resources, and best approaches for Marin, and
- Pursue funding opportunities for planning efforts on topics of mutual interest.

Key Recommendations

The Committee preliminarily recommends that, based on the highest priorities and funding limitations, the City County Planning Committee (CCPC) initially meet three times a year as a committee of TAM. It is further recommended that an annual progress report be presented at a meeting of the full TAM Board and forwarded to the city and town managers and planning

directors of participating cities and towns. The CCPC Chair at each TAM Board meeting will also offer regular monthly committee reports. In terms of the form and function, the Committee recommends that the CCPC should:

- Convene as a committee of TAM and be known as the “City County Planning Committee” (CCPC)
- Solicit active membership and participation by the elected leaders of all the towns, cities, and the County
- Encourage formal membership from the TAM member, their alternate, or another designee appointed by the town or city council (or senior planning staff).
- Initially meet up to three times a year. Additional meetings may be considered only if supplementary funding or grants are provided
- Be open to all interested members of the public
- Follow Brown Act protocol so all TAM members or their alternates can attend.
- Initially be funded through in-kind staff support for meeting preparation, content development, data collection and research, and presentations for up to three meetings per year, along with the preparation and presentation of an annual progress report to the TAM Board.
- Pursue grants for applicable projects.
- Provide minutes to all TAM members, city and town managers, planning directors, and designated members of the CCPC.
- Provide an annual progress report to TAM, city and town managers and planning directors, along with periodic updates, and
- Bring action items to a TAM regular meeting if a vote or formal recommendation is needed.

Initially, the Marin County Community Development Agency (CDA) will provide in-kind staff support for meeting preparation, content development, data collection, research, and presentations for up to three committee meetings per year, along with the preparation and presentation of an annual progress report to the TAM Board. The progress reports will also be distributed to the city and town managers and planning directors of each local jurisdiction and agency.

Priorities of the CCPC

Priorities of the CCPC include the following:

1. Collaborative Planning: Housing, Transportation, Land Use, and Sustainability

- Coordinate housing element updates in order to maximize efficient use of affordable housing resources.
- Negotiate with the Association of Bay Area Governments to achieve affordable housing goals.
- Identify and assist in the planning of affordable housing in mixed use sites within the City-Centered Corridor.
- Pursue grant funding for eligible projects.
- Collaborate with Sonoma County on transportation and land use issues, and discuss impacts on Highway 101, and

- Improve coordination among the 12 city, town, and County general plans.

2. Evaluate and Monitor the Cumulative Impacts of Planning and Development

- Evaluate and monitor the countywide cumulative impacts of planning and development on:
 - Housing needs
 - Economic vitality
 - Social equity
 - Traffic congestion
 - The environment
- Conduct an analysis of the countywide cumulative impacts of commercial buildout on housing, transportation, and the public infrastructure.
- Identify indicators and benchmarks to track cumulative land use decisions, and
- Evaluate carrying capacity and ultimate buildout to achieve a reduced ecological footprint in Marin.

3. Sharing of Ideas, Information, Resources, and Best Approaches for Marin

- Review model ordinances and programs.
- Encourage consistent standards and regulations where feasible and desired.
- Promote more efficient resource use to reduce Marin's ecological footprint, and
- Establish a system for the prioritization and ranking of issues.

4. Pursue funding opportunities for planning efforts on topics of mutual interest

Next Steps

The draft statement of purpose will be revised based on comments received at the Executive Committee meetings and will be taken to the May 25, 2006 TAM Board for comments and input.

Staff is in the process of reviewing the existing CWPA JPA to determine its status. Pending this outcome and input received from the TAM Board, the Committee Chair and CDA staff may need to either modify or potentially dissolve the JPA document to reflect the new form and function of the CCPC. This outcome will be brought to TAM for consideration at the September 2006 TAM Board meeting. The first meeting of the CCPC is preliminarily scheduled for fall 2006.

Recommendation:

Staff recommends:

1. Review and discuss establishing the proposed City County Planning Committee

Attachment: TAM Committee Rosters



Committee Rosters

March 16, 2006

Transportation Authority of Marin Commissioners

Susan Adams, Marin County Board of Supervisors (4/06)
Amy Belser, Sausalito City Council (4/06)
Al Boro, San Rafael City Council (4/08)
Peter Breen, San Anselmo Town Council (4/08)
Hal Brown, Marin County Board of Supervisors (4/06)
Jerry Butler, Belvedere City Council (4/06)
Jeanne Barr, Ross Town Council (4/06)
Carole Dillon-Knutson, Novato City Council (4/08)

Alice Fredericks, Tiburon Town Council (4/08)
Melissa Gill, Corte Madera Town Council (4/06)
Steve Kinsey, Marin County Board of Supervisors (4/08)
Joan Lundstrom, Larkspur City Council (4/06)
Cynthia Murray, Marin County Board of Supervisors (4/08)
Charles McGlashan, Marin County Board of Supervisors (4/08)
Dick Swanson, Mill Valley City Council (4/06)
Lew Tremaine, Fairfax Town Council (4/08)

TAM Executive Committee (4/28/05)

Al Boro
Peter Breen
Alice Fredericks
Steve Kinsey

Joan Lundstrom
Cynthia Murray
Lew Tremaine

Ad-Hoc Transit Subcommittee (4/28/05)

Steve Kinsey
Al Boro

Melissa Gill
Lew Tremaine

Highway 101 HOV Gap Closure Committee (4/28/05)

Susan Adams
Al Boro

Hal Brown
Steve Kinsey

RM2 Greenbrae Corridor Committee (4/28/05)

Al Boro
Hal Brown
Melissa Gill

Joan Lundstrom
Steve Kinsey

SMART (12/16/04) (Per PUC 105020[d] and [e])

Al Boro (expires January 2009)

Carole Dillon-Knutson (expires January 2007)

Marin Sonoma Narrows Aesthetic Selection Committee (10/28/04)

Steve Arago

Ralph Alexander